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ORGANISATION MONDIALE DU TOURISME
WORLD TOURISM ORGANIZATION

CONFERENCE REGIONALE SUR LA COOPERATION INTRA-AFRICAINE EN MATIERE DE TOURISME

REGIONAL CONFERENCE ON INTRA-AFRICAN TOURISM COOPERATION

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Report of the regional Conference on intra-african tourism cooperation Niamey, Niger, 2-6 October 1984

A. ORGANIZATION

1. The Regional Conference on Intra-African Tourism Co-operation jointly organized by the United Nations Economic Commission for Africa and the World Tourism Organization took place in Niamey from 2 to 6 October 1984 at the invitation of the Government of the Republic of Niger.

B. PARTICIPATION

2. The following member States of the Economic Commission for Africa and of the World Tourism Organization participated in the Conference: Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Congo, Egypt, Ethiopia, Gabon, Gambia, Guinea, Kenya, Madagascar, Mali, Mauritania, Niger, Rwanda, Sierra Leone, Togo and Zimbabwe.

3. There were representatives from the following organizations and specialized agencies of the United Nations, Affiliate Members of the World Tourism Organization, and travel agencies: African Travel Association (ATA), Agency for Cultural and Technical Co-operation (ACCT), International Air Transport Association (IATA), International Hotels Association (IHA), Institute of Air Transport (ITA), United Nations Educational, Scientific and Cultural Organization (UNESCO), International Civil Aviation Organization (ICAO), African Civil Aviation Commission (AFCAC), Organization of African Unity (OAU), Union of National Radio and Television Organizations of Africa (URTNA).

C. OPENING OF THE CONFERENCE

4. His Excellency Ahmadou Nouhou, Minister for Trade and Transport of Niger, welcomed the participants and expressed his satisfaction at the decision taken by ECA and WTO to hold the Regional Conference on Intra-African Tourism Co-operation in Niger. He stressed how modest was Africa's share of the flow of world tourism earnings.

5. Among the many causes for this situation, he felt that the most crucial was still the dissipation of effort which resulted in individual and collective vulnerability. The African Heads of State who had reviewed this issue at Lagos on 28 and 29 April 1980 clearly confirmed the need for a comprehensive regional approach to the development of African economies. It was easy to understand that after the importance of tourism in the economic development of their States had been pinpointed at Banjul in 1978, no objective could have been more pertinent than the one selected for the Conference, namely, defining practical ways for inter-African co-operation; this was a vital step if their options and commitments were to be given material shape. It was normally acknowledged that co-operation was the only key to more active participation in world tourism flows, but there were still obstacles to the establishment of the necessary procedures for such co-operation. It was heartening to witness the increased efforts of both the United Nations and the World Tourism Organization, through their Regional Commissions, which took such fitting measures as the convening of the present Conference, at the very moment when Africa was reviewing the path towards unity. The Ministers also noted that while there was no lack of political resolve, structures and procedures for implementing the principal ideas of the strategy had yet to be found.

Subregional and regional co-operation needed to be bolstered by improvements in the quality and variety of African tourist products. Cases of subregional integration, though encouraging, should not blind Africans to the difficulties inherent in revitalizing the economies of the continent.

6. In a nutshell, it was necessary to identify and study the main lines of tourism co-operation, in all its aspects.

7. It was a colossal task which could only meet with success in the atmosphere of understanding, cordiality and tolerance in which they always worked.

8. He hoped that the Niamey Conference would provide an opportunity for agreeing on tangible methods for implementing the options and commitments which would be termed the "Strategy of Niamey".

9. The Deputy Secretary-General of WTO, after thanking the Government of Niger for the facilities offered to the participants and Joint Secretariat of the Conference, commented that this regional meeting followed on from the African Regional Conference on Tourism and Economic Development, also jointly organized by WTO and ECA, held in Banjul, Gambia, in 1978.

10. The Niamey Conference, taking inspiration from the Final Act of Lagos for economic development and from the Manila Declaration and the Acapulco Document for activities related to tourism and the movement of persons, should, after in-depth consideration of the documents submitted to delegations lead to the establishment of guidelines for a balanced course of action and decisions on the forms of co-operation that would be needed in Africa to continue the tourism promotion efforts courageously pursued decades earlier by the former International Union of Official Travel Organizations (IUOTO).

11. Given the limited time available, it was unlikely that detailed projects or programmes could be elaborated, but the decision makers might, in their wisdom, offer their opinions and advice as well as the necessary guidelines for defining future aims.

12. In that respect, WTO intended to co-operate with the United Nations Economic Commission for Africa, without discrimination of any kind and with the realism that was essential to avoid creating - through hasty deliberations - overlapping and duplication of efforts in the activities to be undertaken. That would run counter to the spirit of international co-operation and lead to wastage of human and financial resources.

13. From the consultations and negotiations which had already taken place with the members of the ECA Secretariat it might be asserted that such co-operation was desirable in the interest of all parties. The WTO Secretariat, with its accumulated knowledge of African matters and its permanent action on the continent through its Regional Commission, its regional operational units, its Technical Co-operation Section and the expertise it had inherited from the former IUOTO, always stood ready to strengthen such co-operation.

14. For a variety of reasons and notwithstanding the world financial crisis, domestic and regional tourism was tending to develop increasingly in all the continents. Considering that international tourist arrivals in Africa were only 8.22 million, whilst Europe and America absorbed 220 million world tourist flows, it was clear that policies pursued so far, if one could speak of tourism policies, needed to be reconsidered.

15. Overall, WTO had noticed that the function, role and value of tourism had so far been insufficiently understood by the States, with the result that not only in Africa but also elsewhere in the world a chaotic and confused situation existed, making it difficult to establish tourism policies and strategies and above all to engage in dialogue in that field.

16. No one can deny that tourism today suffers from a lack of political support all over the world. It is accordingly regarded as a marginal activity that could, at most, be used as a basis for self-congratulatory statements when the annual results of tourist seasons were announced.

17. Such an attitude should be corrected if States which were aware of the magnitude and of the social, cultural, political and economic role of travel and tourism, were to establish an administration with special responsibility for tourism and bestow upon it the necessary authority, power and resources to manage that important sector of national life.

18. It would, indeed, be idle to set up machinery for consultation and co-operation or to prepare plans and programmes if States lacked qualified administrations vested with the necessary powers to carry out the various decision-making responsibilities at their own level.

19. Accordingly, once the function, role and value of tourism had been acknowledged, States and their partners should give priority to the activities of manpower training and financing of tourism.

20. Concerning the development of human resources, the curricula used at present were inappropriate since people in the industrialized counties were most often not conversant with tourism services available in the countries; their curricula should therefore not be taken as models.

21. Indeed, domestic and subregional tourism in Africa were capable of creating a great many more job opportunities than international tourism, provided that the States promoted the establishment of facilities tailored to the needs of the local population and provided services that were consistent with their customs, aspirations and traditions.

22. It might be noted at present that particular attention was paid by the economic partners of the African States to the training of staff destined for the major accommodation establishments, to the detriment of the development of domestic and intraregional markets.

23. So far as financing was concerned, the developing countries clearly had other priorities and might well believe that travel and tourism were not priorities on the same level as agriculture, health, education, trade and the like.

24. That belief was based on the notion of profitability of international tourism and represented a limited view of the true values of tourism, as described and accepted by the Manila Conference.

25. While other critical sectors should maintain their priority, there was no cause to relegate tourism and the entire activity of travel to a secondary and subordinate position compared to other sectors of national activity.

26. Mr. Tchouta Moussa, representative of the Executive Secretary of ECA, read the message of Professor Adebayo Adedeji, Executive Secretary of ECA, who had been prevented by last-minute commitments from coming to Niamey.

27. In his message, the Executive Secretary of ECA apologized to His Excellency the President of the Republic of Niger, to the Government and people of Niger and to all the participants at the Conference.

28. On behalf of all participants, he thanked the Government and people of Niger, the party and the Camarya for their brotherly welcome and for all the arrangements made to ensure for all a pleasant stay in Niamey.

29. The Conference provided States with an opportunity to pool ideas, in the African way, on how to extend co-operation among Africans and to create the conditions most conducive to ensuring that dialogue between Africa and the rest of the world, on the subject of tourism, was worthwhile.

30. He pointed out that the issues he had raised at Banjul, in 1972, at the first joint ECA/WTO Conference on tourism were still pertinent. Despite progress made both quantitatively and qualitatively, he felt that it was worth considering:

- how the current state of organization of tourism in Africa, could help achieve the objective of a rational programme of co-operation and economic, social and political integration as well as a closer relationship between Africa and the rest of the world;
- the causes for the small share of Africa in world tourism;
- the strategy to adopt with respect to tourism and the importance that African countries should give to intra-African tourism.

31. Since tourism development in Africa was not entirely satisfactory and most of the issues raised had received only partial response, tourism in Africa needed to be reassessed to give proper consideration to Africans. That approach meant creating a new kind of product specifically for Africans.

32. ECA's activities in the field of tourism included assistance to African States, participation in international meetings and organization of conferences.

33. After discussing the various stumbling blocks to tourism in Africa and presenting the different agenda items, he observed that on several occasions, recommendations had been made to extend co-operation between States and professionals and to pool material and human resources, but those proposals had not been followed through, for lack of a tourism co-ordination machinery in Africa.

34. Furthermore, the development of tourism in Africa could not be achieved without external assistance. Close co-operation should therefore be rapidly established in Africa between development aid institutions, organizations for economic, social and cultural integration, and the organizers of the tourism sector.

35. Finally, the Conference might consider setting up structures governed by the following guidelines:

(a) consultation between government structures at the political and administrative levels;

(b) consultations among tourism professionals.

36. Before concluding his speech, he thanked all the organizations which had prepared and presented documents and in particular WTO for its active participation in the development of tourism in Africa and its endeavours to ensure the success of the Conference.

D. ELECTION OF OFFICERS (agenda item 2)

37. The participants elected the following officers:

Chairman:	Niger
First Vice-Chairman:	Gabon
Second Vice-Chairman:	Gambia
Rapporteur:	Ethiopia

E. ADOPTION OF THE AGENDA AND ORGANIZATION OF WORK (agenda item 3)

38. The participants adopted the following agenda:

1. Opening of the Conference
   (a) Statement by the representative of the Government of Niger
   (b) Statement by the Deputy Secretary-General of the World Tourism Organization
   (c) Message from the Executive Secretary of ECA

2. Election of Officers
3. Adoption of the agenda and organization of work
4. Report on tourism trends in Africa
5. Statements by invited organizations
6. Accommodation in Africa: characteristics, development and adaptation to market
7. The African tourist product and its markets
8. The state of facilitation: desired measures
9. Transport modes: air, road, rail, sea, river and lake
10. Development of human resources for tourism employment
11. The function of tourism and movements of persons in Africa
12. Intra-African tourism co-operation
13. Adoption of the report and recommendations
14. Closing ceremony

Tourism Trends in Africa (agenda item 4)

39. Document CRCIAT/84/3 on tourism trends in Africa, introduced by an official of the Conference Secretariat, took stock of the development of tourism during the 1960s, a time when a number of countries in the African region became independent. During this period, because of the major increase that was noted in international tourism, the African States had great faith in tourism to boost their economic development.

40. With regard to domestic tourism, the speaker noted the absence of statistical data for determining the potential domestic tourism demand. Certain social, economic and cultural factors which could determine the potential for tourism travel within the countries were mentioned.

41. The document on tourism trends in Africa also covered certain aspects of youth tourism, noting that this type of tourism was still marginal but represented a potentially important market for domestic tourism.

42. The introduction ended with a general overview of recent tourism trends in certain African countries and subregions.

43. However, the results obtained as well as the energy crisis and the recession immediately following the period concerned dampened the optimism of the early years and proved that the benefits of tourism were not to be found solely in economic aspects.

Discussion on tourism trends in Africa

44. The discussions which followed the introduction of the report on tourism trends in Africa centred on the following topics: tourism trends in Africa and its particular features, the roles of domestic and intraregional tourism, air transport and operating costs for African air routes, and intra-African co-operation.

45. Participants particularly noted that African countries do not pay as much attention to surface transport needs as they do to air transport needs. The ECA representative reminded the Conference of the existence of a diplomatic Conference on air tariffs which is based in Kenya.

46. In answer to these various questions, the Deputy Secretary-General of the WTO informed the Conference of the existence of a joint WTO/IATA Working Party for tariff problems. Introducing his paper on air transport, he referred to technical meetings organized by WTO in Douala, Republic of Cameroon, and Maseru, Lesotho, in which the African Civil Aviation Commission (AFCAC) and IATA had participated.

47. The ECA representative drew the attention of the Conference to the existence of a diplomatic Conference for discussing air transport tariffs. The Conference includes all the African airlines.

Statements by invited organizations (agenda item 5)

The cost of air travel in Africa

48. The representative of ICAO introduced document TRANS/TOUR/84/4/b on the cost of air travel in Africa. He first stressed activities ICAO had conducted over its forty years of existence, particularly the standardization of international civil aviation practices. ICAO had also organized conferences on facilitation and air transport. ICAO had dealt with operating costs and tariffs since the time it received that mandate from various air transport conferences.

49. Pursuant to AFCAC's recommendations, ICAO was conducting an analysis of air transport operating costs in Africa. The recommendations of the study would enable the countries, in consultation with airlines, to consider ways and means of reducing travel costs in Africa.

Scheduled airlines serving Africa

50. The representative of IATA introduced the document. He indicated that Africa had a high traffic growth rate and that some 7 million tourists had visited the continent. Air tariffs fell completely prey to the very high operating costs in Africa resulting from the price of fuel, monetary fluctuations and administrative costs. In the view of IATA, African tariffs were not the most expensive compared to those of the rest of the world and there were also several ranges of promotional tariffs in Africa. For the information of participants, IATA had a system of fixing air tariffs and had several years back adopted a new policy on the admission of certain organizations to tariff conferences as observers having the right to make statements.

Regional tourism in Africa and the impact of the tourism industry

51. The representative of IATA again introduced the documents related to this issue. He indicated that Africa had roughly 3 million intra-African tourists, very unevenly distributed among the subregions. Administrative procedures adversely affected intra-African tourism demand. To develop such tourism, consultation was required as were the adoption of a new policy and tourist product. Tourist infrastructures were poor and organization of air transport networks was inappropriate. He pointed out that world tourism earnings stood at $2.4 billion and that in spite of the problems tourism might generate, it did provide new jobs.

Action taken by International Hotel Chains to Develop Human Resources in Africa

52. The representative of the International Hotel Association (IHA) opened his statement by outlining the role of the International Hotel Association. He underscored the activities of two main international hotel companies, Intercontinental Hotels and Hilton International, and their experiences in Africa for over twenty years.

53. Touching on the heavy responsibilities borne by hotel chains in opening hotels in Africa, he confirmed the need for training African personnel prior to and after opening the hotel.

54. He mentioned the role played by the ILO and its relationship with the IHA.

55. He advised of the need for African governments to assist in obtaining work permits for young Africans to work abroad, by showing a readiness to issue work permits to expatriates on a reciprocal basis.

56. He further endorsed the need for African hoteliers to familiarize themselves with training programmes overseas and participate in refresher courses at training centres to enable them eventually to assume senior management positions in Africa establishments.

57. The international hotel chains have the advantage of being able to facilitate training abroad.

58. He emphasized the need for expatriates to be properly trained before being sent to Africa, not only to be of a certain age and have specific qualifications but should also be able to train staff.

59. He welcomed the proposed African Hotel Association which would become an active member of the IHA.

60. He concluded by imploring all present at the Conference to help in formulating guidelines for bridging the gap between the social needs of local African personnel and the needs of tourists, so as to improve tourism in Africa.

Horizontal Co-operation in Tourism and Technology Transfer in Africa

61. The ASCT delegate introduced document CRCIAT/84/1/f on horizontal co-operation in tourism and technology transfer in Africa.

62. He pointed out the risks of dependence which, in a way, resulted from tourism, and called for co-operation towards integration. These risks appeared in three different spheres, namely: (a) tourism infrastructure (facilities) (b) marketing and (c) training.

63. On the subject of tourism infrastructure, he said the inadequacy of domestic financial resources often obliged African States to resort to external loans, with the consequences that it entailed. On the technical side, he noted that African States called upon foreign consultants to design their projects.

64. With regard to marketing, he remarked that the tourist product was peculiar, in that it obliged the tourist to travel. Particular mention was made of the overall dependence of the developing countries and especially of the African countries in communications and in promotion and marketing due to the fact that most of them lack material, human and technical resources.

65. He referred to the problems of building up a tourism image of developing countries and the role of travel agencies and carriers as vital links in the marketing of the tourist product.

66. As regards the training of tourism executives, he deplored the absence of any training programme since the 1960s. This meant that African nations had to hire foreign staff, especially for management posts. Finally, he underscored the unsuitability of the training given to Africans abroad to the situation at home.

Accommodation in Africa: Characteristics, Development and Adaptation to Markets (agenda item 6)

67. A representative of ECA introduced document CRCIAT/84/5 on behalf of the joint secretariat of the Conference. After drawing attention to the primary role of the hotel industry in the development of tourism, he stressed that the design of hotels called for basically non-African human, technical and financial resources which led to a dependence of Africa on the outside world whereas the establishment of accommodation facilities should promote the socio-economic and cultural emancipation of the States. It was necessary for Africans to work in concert and to diversify their tourism options if their participation in the development of tourism was to be effective.

Summary of discussions

68. It emerged from the ensuing debate that:

(a) Transnational hotel corporations managed African hotels more in their interest than in that of the host countries;

(b) An African regional conference should be organized as soon as possible to establish an African Hotels Association and that action should be taken at the same time by African countries to arrest the adverse effects of the operations of transnational hotel chains;

(c) That the said conference should examine management contracts concluded with the transnational hotel chains in order to evolve a common African strategy in this respect. Furthermore, the African States should also set up an information network on hotel management contracts concluded with the transnationals;

(d) The problem of vocational training which is a sine qua non for effective control by African countries of their tourism resources should be given sustained attention by the countries. At the proposed meeting, the problem should be looked at from a global as well as an African standpoint;

(e) The African States should establish close co-operation among themselves with a view to harmonizing hotel classification standards and investment codes. Particular stress was laid on the need, during efforts to encourage investments, to take into account overall development objectives in such a way as to promote intra-African tourism.

The African tourist product and its market (agenda item 7)

69. Report CECLAT/84/6 was introduced by a member of the Secretariat. The document first of all stressed relations between the countries which received tourists in the African region and their partners in the principal generating countries.

70. As regards interregional tourism, the activities of African countries depended mainly on overseas markets compared to the competition among African countries to sell their products, it was noted that there was only limited competition among foreign tour operators, since there were a small number of firms competing to sell trips to Africa.

71. The African countries could certainly find tourist markets in most neighbouring countries if they focused attention on beneficiaries of paid leave wanting to travel. Even if this market wasn't big, it could help increase the turnover of local tour operators and improve the rate of utilization of their facilities. The intra-regional market would also make it possible to increase occupancy rates in hotels by making tourist operations more profitable. The same was true for the domestic market which can make a considerable contribution towards reinforcing a national sense of identity and unity. It was also an essential factor for the economic viability of national firms.

72. He also emphasized the role of national tourism administrations in the planning and marketing of the tourist product and in preserving an authentically African image. He proposed promotional activities for countries with low tourism rates, after having suggested guidelines for national tourism administrations in the planning and marketing of the African tourist product. Case studies, inter-State circuit projects and a scheme for jointly promoting the tourist product are presented as annexes to this report.

73. During the ensuing discussion, certain delegates argued that close co-operation was vital among African States because lack of co-ordination rendered them vulnerable. It was also noted that travel agencies were not philanthropists and that their partners should therefore adopt a more favourable negotiating stand. Governments should define their tourism products, promote them and negotiate ways to market them. To master the situation, it was necessary to co-operate and most often pool resources as well, and to harmonize and co-ordinate activities. As regards the protection, preservation and development of the natural and cultural heritage, the African States should, here as well, pool their resources and harmonize their activities.

The State of Facilitation: Desired Measures (agenda item 8)

74. The introduction by a member of the Secretariat indicated that African States, had in the Manila Declaration, in the Plan of Action and in the Final Act of Lagos, particularly stressed the need to ensure complete freedom of movement of persons between countries.

75. If current restrictions and procedures relating to law enforcement and formalities related to customs, importation and exportation of foreign currency, health and temporary imports were not made more flexible, there was a risk of jeopardizing Africa's complete integration into the network of world tourist flows and the reinforcement of its internal structure.

76. The report on the facilitation situation in Africa showed both satisfactory situations and others which needed improvement.

77. In this respect, the harsh treatment of intra-regional tourists compared to international visitors concerning the issue of visas should be changed. Although subregional groupings throughout the continent give topmost priority to Africa except in the case of Europe, it is nonetheless true that visas are required to travel from one country to another.

78. Generally speaking, on this crucial issue of facilities for travellers to cross frontiers, it should be recommended that the national tourism administrations, whose powers need to be strengthened, should take action in their respective countries with all the authorities concerned in order to gradually eliminate this obstacle to the movement of persons within the continent.

79. The activities of these administrations would be bolstered if they participated more actively in the work of already existing regional institutions, such as the WTO Commission for Africa, or universal ones such as the Facilitation Committee of the same organization.

Summary of discussions

80. The ICAO representative, after stressing the common endeavours of his organization and IATA in the field of facilitation and drawing attention of participants to several seminars convened by ICAO on this subject, emphasized the important role which ICAO expert missions played in Africa, especially when it came to facilitation at airports. The Deputy Secretary-General of WTO recalled the ICAO/WTO co-operation agreement which made it possible for the latter's Facilitation Committee, among its various spheres of authority to handle the issue of air transport facilitation, having a fuller knowledge of the situation. During the discussion, it emerged that while recognizing the need for national tourism administrations to take action to further libralize facilitation procedures, it was nonetheless vital not to lose sight of certain requirements in this area, especially in the context of national security. The AFCAC representative commented on the existence of facilitation committees in countries at the local or national levels, which consisted of national tourism administrations, customs and immigration authority groupings under the aegis of air transport authorities. One of the delegates pointed out that if States were being asked to relax their frontier formalities, it would be advisable to prevent certain abuses by informing future tourists that a tourist visa entitled them to engage only in tourism.

81. The Deputy Secretary-General of WTO stated that the WTO Facilitation Committee had strongly recommended the creation of national committees, but, in the absence of these, their responsibilities fell to the national tourism administrations.

Transport Modes: Air, road, rail, sea, river and lake (Agenda item 9)

82. A member of ECA secretariat introduced document CRCIAT/84/8 on the development of transport, its impact on tourism and on African experiences in the field of co-ordination and co-operation in the transport sector, as a basis for discussion by participants in their subsequent deliberations.

83. His paper provided a brief background to the transport situation in the 1970s which had inspired the African officials of ECA to request the proclamation of a United Nations Decade for Transport and Communications for Africa.

84. The objective of this Decade was to give an economic stimulus to the continent and to foster its physical integration through co-operation among African States, co-ordination of activities and harmonization of national legislation.

85. The development of transport went hand in hand with that of tourism and both made a major contribution to the economic development of African countries.

86. The outcome of the first phase of the United Nations Decade for Transport and Communications (1980-83) was encouraging and the prospects for the development of transport in the coming years were promising. Furthermore, the various objectives of the Decade, namely the elimination of physical and non-physical barriers, upgrading of existing transport infrastructures, staff training and co-ordination of different transport modes, would have a positive result on the development of intra-African tourism.

87. In the field of transport, co-operation and co-ordination had enabled African countries to establish the African Airlines Association (AFRAA), the African Civil Aviation Commission and two multinational civil aviation training centres as well as a Diplomatic Conference on air tariffs.

88. Apart from the consultation machinery set up for the Decade which took the form of the Conference of African ministers for transport, communications and planning, the inter-agency co-ordinating committee composed of various bodies dealing with transport, had provided a forum for the Africans to discuss their common problems and to find African solutions to African issues. This had led to the design of five trans-African highways, extremely useful to the development of intra-African tourism.

89. Through AFRAA, African airlines had decided in principle to create a grid system which would make it possible to link African capitals within less than 24 hours.

90. To conclude, the secretariat's official asked participants to draw the lessons from this African experience in considering the African structures to be established.

Summary of the Discussion

91. After the paper presented by the Conference Secretariat, the discussion took the form of an exchange of information and various explanations concerning the presentations given by ICAO and IATA. In relation to ECA's activities for eliminating non-physical barriers, particularly, the organization of the African Conference on freedoms of the air, it was pointed out that tourism officials would be welcomed at this conference scheduled to be held in Swaziland from 19-23 November 1984.

92. A request was also made for tourism officials to make use of experiences in the field of transport in order to establish African structures.

93. The delegates' attention was drawn to the contribution which the WTO Regional Commissions could make to the establishment of new air routes between the capitals of countries in the same region. They were reminded of the recommendations made by the two workshops, organized in November 1983 by the WTO Commission for Africa at Douala and Maseru, which were soon to be submitted to the meeting of the Commission at Addis Ababa in November 1984 so that States could review them and take decisions on them. He also commented that it was important for national tourism administrations to be closely associated with domestic-level decisions taken by civil aviation authorities, in conformity with recommendations of international conferences organized by WTO with the assistance of IATA, and by the above-mentioned workshops.

Development of Human Resources (Agenda item 10)

94. The representative of the secretariat presenting the report on the development of human resources for tourism employment observed that the document sought mainly to define criteria which should be used by senior African tourism officials to provide training at all levels to personnel

working in the tourism sector as promoters of tourist attractions and as tour operators both in State organizations and in tourist travel reception and information agencies.

95. These criteria were based on the long experience gained over the decades by national tourism administrations within IUOTO and then WTO, especially in seminars such as:

- Travel research Seminar on vocational training in tourism (Como, Italy, October 1966);
- International Seminar on vocational training in tourism in Africa (Nairobi, Kenya, September 1972);
- Seminar on tourism training in Africa (Nairobi, Kenya, May 1979);
- Study courses in hotel and tourism training for African countries (Bucharest, Romania, 1980);
- A number of regional seminars on various aspects of vocational training in tourism, such as the seminar to be held in Morocco in October 1984 and the one to be held in Australia, also in October 1984.

96. Along with these criteria, the WTO presented a study entitled: "Tourism and employment: enhancing the status of tourism professions", which was to provide useful food for thought.

Summary of the discussion

97. The Chairman read a telex message from the International Labour Office in which the organization apologized for not having been able to send a delegation to the Conference and which outlined ILO vocational training activities in Africa.

98. During the discussions, some African States expressed the wish for tourism training establishments that could receive their students, while others expressed doubt about the efficiency of seminars in this respect, especially considering the dependence they engendered by failing to train future trainers. The participants also pointed out that the term "development"

also meant making optimum use of trained personnel. In this connection, one delegation stated that the quality of staff trained in his country was sufficiently high for them to undertake the most complex professional duties, especially in the field of hotel management, meaning that the nationals could now assume managerial positions.

99. In answer to various questions, the Deputy Secretary-General of WTO pointed out that his organization had produced a world directory of tourism training establishments and that WTO's advisory role to States in this case could be in the form of sending operational missions designed to assist the States national authorities in planning vocational training projects. With regard to financing, he confirmed that the traditional source was UNDP, adding that some of the funds available for this programme had been cut and that when these projects were distributed in the framework of each country's IFF, governments tended to give priority to non-tourism projects. Concerning the ILO, the Deputy Secretary-General noted that while it was logical for the States to entrust their tourism training projects to the organization which they had mandated to cover all matters concerning tourism, the WTO nevertheless recognized the sovereign right of States to call upon the services of the ILO in carrying out certain tourism training projects. The WTO however found itself in a difficult situation when it was later reproached by certain disappointed States for not having advised against recourse to this source of assistance.

100. The establishment of institutionalized regional centres did not appear to be a satisfactory answer, and efforts should be aimed at more flexible procedures such as itinerant courses. Generally speaking, the agreement concluded between WTO and ECA gave grounds for hope for easier access to funds, thanks to the support of the latter organization.

101. The representative of the Executive Secretary of ECA, while commending the efforts deployed by the WTO to date in the field of tourism, said that the problem was not yet solved. Financing could be obtained from UNDP if the proper requests were made. ECA and WTO should adopt a new approach in this respect.

102. The Deputy Secretary-General of WTO drew attention to the complexity of UNDP procedures which had nevertheless made it possible for WTO to obtain financing for a number of projects. In the final analysis, however, it was up to the countries concerned to establish its own priorities; national tourism administrations should therefore be given the necessary powers.

The Function of Tourism and Movements of Persons in Africa (Agenda item 11)

103. The report on the function of tourism and movements of persons in Africa, introduced by a member of the Secretariat, drew attention to the Manila Declaration on World Tourism, particularly the responsibility of States in this area, considering the direct effects of this activity on social, cultural, educational and economic sectors of national societies.

104. The concept of tourism solely in terms of the movements of holiday-makers generating income or expenditure no longer corresponded to present-day realities and should be changed.

105. In its resolution 123(V), the WTO General Assembly had recommended that all appropriate measures be studied to gradually raise the standard of efficiency and responsibility of administration in charge of tourism and the movement of people to the same level as that of other departments dealing with the various national activities.

106. Among the functions which national tourism administrations should exercise, it was worth mentioning the preservation and development of the cultural heritage and natural assets of the African continent.

107. Finally, the report underscored the decisive role played by paid leaves in the development of contemporary tourism.

Summary of the discussion

108. After the introduction of the report on the function of tourism and movements of persons in Africa, of which the central topic had been previously discussed under other agenda items, the Deputy Secretary-General of WTO, in reply to a delegation's question, defined the function of "national tourism administrations".

Intra-African Tourism Co-operation (Agenda item 12)

109. An official of the secretariat introduced document CRCIAT/84/12. He briefly recalled the current situation of intra-African tourism co-operation and the areas in which it could be exercised. He then made proposals for the establishment of consultation machinery in this respect, namely:

(a) a Conference of African Ministers of Tourism which would be the highest inter-governmental body for policy-making, co-ordination and evaluation in the African tourism sectors. The Conference of ministers would convene every two years to select objectives, to review, assess, up-date and approve programmes, projects and methods for raising the funds necessary for executing projects;

(b) subregional tourism promotion committees responsible for subregional co-operation in exploitation of tourism resources and integration of development activities;

(c) an inter-agency co-ordination committee on tourism; this committee will be in charge of the activities of tourism development institutions and organizations in Africa;

(4) African associations for co-operation among tourism professionals:

4.1. An African hotels association;

4.2. an African association of tourism training centres;

4.3. an association for travel agencies and tour operators.

110. There was an exchange of views on this report. One delegate suggested that the Conference of African Ministers of Tourism should be established first and then at its instance create the other subregional and national co-operation mechanisms or to make them operational.

111. Other delegates felt that it would be preferable to establish bilateral and subregional machinery before proceeding onto regional ones. Attention was also drawn to the considerable progress made in certain African countries in the field of tourism development as a result of the Conference of Banjul.

112. On the subject of professional associations, it was felt that it might be wise to create a single association covering hoteliers, travel agents and tour operators who would co-operate in the planning and exploitation of the tourist product.

113. The secretariat was requested to draft a synthesis report on the work of the Conference along with draft resolutions.

ADOPTION OF THE REPORT AND RECOMMENDATIONS (Agenda item 13)

114. The Rapporteur presented the draft report of the Conference. This document which summarized the work of the Conference was adopted by participants without any changes since it was considered to be a true account of the deliberations of the conference. Two draft resolutions were then submitted to the Conference separately by the ECA and WTO secretariats.

115. Next, there was discussion of some vital issues on which there were differences of opinion. The two secretariats presented their viewpoints. It emerged from the discussions that:

(a) the Niamey meeting was within the scope of regular meetings organized by ECA in pursuance of decisions of the Assembly of Heads of State and Government of the OAU and its relevant authorities;

(b) the Niamey meeting sought to lead senior African authorities to think about issues relating to tourism in Africa, with a view to establishing structures for intra-African co-operation in tourism;

(c) the setting up of these structures would make it possible for tourism, one of the catalysts of development, to fulfil its role in Africa and make senior level administrative and political authorities aware of the role of tourism in Africa;

(d) the Conference of African Ministers of Tourism would be instituted as soon as possible (within the next two years), to bring an end to the current situation. ECA in co-operation with OAU and WTO was to ensure the institution of this Conference and its smooth operation by mobilizing the necessary assistance for carrying out the appropriate measures. The Conference of African Ministers of Tourism would be organized as a sectoral Conference on the same basis as the others set up by ECA for the transport, industrial and agricultural sectors;

(e) the other regional and subregional co-operation machinery would be established at the instance of the Conference of African Ministers of Tourism;

(f) African States should henceforth give priority to national and intra-regional tourism in order to make existing tourist facilitaties profitable and to develop intra-African tourism links so as to enable a greater number of Africans to travel;

(g) special attention should be paid to the operation of accommodation facilities and the activities of transnational hotel management corporations should be closely watched. An African Conference would be organized as soon as possible to formulate a common strategy of African States in this respect.

116. The draft resolutions submitted by the ECA secretariat were adopted after amendments in the light of the foregoing (see Annexes 1 and 2).

Closure of the Conference (Agenda item 14)

117. In his closing statement, Mr. Ahmadou Nouhou, Minister of Trade and Transport underscored the tangible results obtained as a result of deliberations of the Conference and expressed satisfaction with respect to the establishment of structures for intra-African co-operation.

118. The Conference of African Ministers of Tourism which would convene every two years was the highest body for co-operation at the continental level.

119. The inter-agency co-ordinating committee for tourism would make it possible to co-ordinate the activities of tourism organizations and institutions.

120. The President of the Conference emphasized that these two bodies represented an expression of the will of African States, henceforth, to pay to tourism that attention necessary for its development and its integration in the other activities aimed at ensuring the well-being of the African peoples.

121. He recalled that issues of vital importance to the future of tourism in Africa had also been dealt with by the Conference. These issues included travel costs in Africa, professional training needs and the establishment of a structure for joint promotion of tourism in Africa.

122. The President also emphasized the role that the Economic Commission for Africa (ECA) would from henceforth be called upon to play with respect to tourism in Africa. The President expressed the conviction that the other organizations including the WTO would co-operate fully with ECA to execute planned projects and programmes.

123. Before declaring the Niamey Regional Conference of Intra-African Tourism Co-operation closed, the President of the Conference, on behalf of the Government and People of Niger, thanked all the participants to the Conference, particularly the organizers ECA and WTO, for making Niamey that venue of the important decisions which had just been taken. He also congratulated them for the results of the Conference and wished them a safe return home.

RESOLUTIONS ADOPTED BY THE CONFERENCE

RESOLUTION NO. 1

The Regional Conference on Intra-African Tourism Co-operation, held in Niamey, Niger, from 2 to 6 October 1984.

Aware of the importance of tourism for the economic, social and cultural development of African States,

Reaffirming the importance and the need for the States to pursue a concerted tourism policy in order to harmonize and render their tourism development activities on the continent as a whole more effective, and to avail themselves of the means to carry out this work,

Noting the existence of both physical and non-physical barriers to the harmonious and profitable development of tourism in Africa,

Confirming the advantages of co-operation and co-ordination in avoiding the dissipation of efforts, the wastage of resources and the weakening of the facilities for marketing African tourist product,

Aware of the need for closer co-operation between African States for the development and exploitation of African tourists resources so as to bring about the economic, social and cultural integration of Africa,

Recalling the "Declaration of Commitment of the OAU Heads of State and Government at Monrovia on the guiding principles and measures to be taken to achieve national and collective self-sufficiency in economic and social development so as to establish a new international economic order and to set up an African common market which would usher in an African economic community", as well as the relevant provisions of the Plan of Action and the Final Act of Lagos for the economic development of Africa,

Recalling further the Manila Declaration on Tourism, the Acapulco Document and the relevant resolutions of the United Nations General Assembly,

Noting with satisfaction the working arrangement signed by WTO and ECA for coordinating the endeavours of these two organizations and avoiding any duplication of responsibilities that may jeopardize the interests of the African States,

Taking note of the report on intra-African tourism co-operation:

1. Decides to establish in Africa, at the highest level, a permanent co-ordination structure to be called the "Conference of African Ministers of Tourism" which will convene every two years;

2. Requests the Executive Secretary of the Economic Commission for Africa and the Secretary General of the World Tourism Organization, to study the possibility of establishing an ad hoc machinery for co-ordinating the activities of regional and subregional tourism development institutions in order to resolve the problems of transport and facilitation;

3. Also requests the Executive Secretary, in co-operation with the World Tourism Organization (WTO) and the Organization of African Unity, to make the necessary arrangements for convening the Conference of African Ministers of Tourism and for setting up the co-operation machinery referred to in paragraph 2;

4. Further requests the Executive Secretary of the Economic Commission for Africa to ensure the implementation of the present resolution and to report to the ECA Conference of Ministers and the OAU Council of Ministers.

RESOLUTION NO. 2

The Regional Conference on Intra-African Tourism Co-operation, held in Niamey, Niger from 2 to 6 October 1984.

Considering that African Tourist product is outward - looking and closely dependent on external markets and most often does not meet the real needs of the African countries;

Considering that tourism training is essential for Africans to enable them to participate effectively in the development and exploitation of their tourist resources;

Considering that the stimulation measures inherent in current investment codes favour the establishment of inter-regional tourism structures;

Considering that agreements currently in force for management companies do not take account of the real needs of the host countries;

1. Recommends that priority should henceforth be given to the development of domestic and intra-regional tourism so as to eliminate current distortions, to make tourist infrastructures more profitable and to increase intra-African tourist flows;

2. Requests the Economic Commission for Africa, in co-operation with the World Tourism Organization and other institutions and bodies:

   (a) to undertake a general study of the personnel needs of African tourism and to propose, firstly, practical measures to adapt training to the needs of the countries and of the region, and, secondly, training infrastructures and methods to be used; and

   (b) to conduct a general study for the establishment of a joint tourism promotion system in Africa;

   (c) to convene an African general conference on hotel management in order to draw up a common strategy of African States in respect of the transnational hotel management firms;

3. Requests furthermore that the African States establish an information circuit with each other and with ECA on the activities of the transnational firms;

4. Requests the Executive Secretary of ECA to provide for the implementation of the present resolution and to report to the ECA Conference of Ministers on the activities undertaken in this respect.

RESOLUTION NO. 3

Vote of thanks

The Regional Conference on Intra-African Tourism Co-operation, held in Niamey, Niger, from 2 to 6 October 1984.

Convinced of the importance that the Government of Niger attached to tourism and co-operation among African States;

Considering the brotherly welcome extended to participants and the excellent working conditions offered to the Conference;

1. Expresses satisfaction at the results obtained;

2. Extends its gratitude to Brigadier General Seyni Kountché, Chairman of the Supreme Military Council and Head of State of the Republic of Niger and to the people of Niger for their contribution to the ideal of African co-operation and unity;

3. Requests the President of the Conference, the Minister of Trade and Transport to kindly transmit the present resolution to His Excellency the Chairman of the Supreme Military Council and Head of State of the Republic of Niger.

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REPORT OF THE AFRICAN CONFERENCE ON FREEDOMS OF THE AIR

Mbabane, Swaziland
19 to 23 November 1984

I. ORGANIZATION

1. The African Conference on Freedoms of the Air was held in Mbabane, Swaziland, from 19 to 23 November 1984 at the invitation of the Government of the Kingdom of Swaziland.

II. ATTENDANCE

2. Representatives of the following States members of the Economic Commission for Africa attended the Conference: Benin, Cameroon, Chad, the Congo, Egypt, Ethiopia, Gabon, Ghana, the Ivory Coast, Kenya, Malawi, Mauritius, the Niger, Nigeria, Swaziland, the United Republic of Tanzania, Zaire, Zambia and Zimbabwe.

3. The following African airlines were also represented: Air Afrique, Air Burundi, Air Djibouti, Air Gabon, Air Mauritius, Air Chad, Air Zaire, Cameroon Airlines, Ethiopian Airlines, Ghana Airways, Kenya Airways, Nigeria Airways, Royal Swazi National Airways and Zambia Airways.

4. The following international organizations and African intergovernmental organizations also sent representatives: the Organization of African Unity (OAU), whose secretariat participated in the work of the Conference; the African Civil Aviation Commission (AFCAC) and the African Airlines Association (AFRAA).

5. The United Nations Conference on Trade and Development (UNCTAD) and the International Civil Aviation Organization (ICAO) participated in the Conference as observers.

6. The following organizations also sent observers: Agence pour la securité de la navigation aérienne en Afrique et à Madagascar (ASECNA), the International Air Transport Association (IATA), the Preferential Trade Area (PTA) for Eastern and Southern Africa and the Pan-African Postal Union (PAPU).

III. OPENING OF THE CONFERENCE

7. The Conference was opened by the Hon. Chief S. Shongwe, Minister of Works and Communications of Swaziland, who extended a hearty welcome to participants on behalf of Her Majesty's Government and the Swazi nation. He recalled that some 40 years previously in Chicago, a conference attended by 25 countries from all over the world had discussed, among other things, the freedoms of the air. That conference had not been absolutely successful, since only the first two freedoms had been accepted by all for inclusion in a single instrument, the International Air Services Transit Agreement. While the Convention on International Civil Aviation had also been signed at that time, it had failed to grant any privileges to scheduled air operations: even in 1984 such privileges were still sadly lacking. Hence the task facing the first African Conference on Freedoms of the Air was a challenging one.

8. He appealed to delegations to take advantage of the unique opportunity offered by the Conference to talk from the same side of the table, a situation very different from the adversary atmosphere of negotiations on bilateral air services agreements.

9. The statement that businessmen, government officials and technicians were attuned to a transport system putting virtually any city in the world no more than 24 hours away from another was, regrettably, not true in Africa. It was sometimes quicker to fly from one city in Africa to another via a point in Europe. It was not uncommon for a foreign airline to enjoy better privileges than an African airline operating into the same African airport.

10. The present Conference was sufficient evidence of the awareness by Africans of the gravity of the problems they had to overcome. Efforts had been made to find solutions and resolutions had been passed but unfortunately it seemed that there was a lack of enthusiasm for their implementation. It had become common practice for international forums to discuss problems and make proposals for solving them; but often very little or nothing at all was done to implement them. He therefore concluded by expressing the hope that the recommendations accepted by the present Conference would actually be implemented thereafter.

11. Mr. Tchouta Moussa, Acting Deputy Executive Secretary of ECA, welcomed participants and offered apologies to them and the Government of Swaziland from the Executive Secretary of ECA, Mr. Adebayo Adedeji, who was otherwise engaged and could not attend the Conference. He thanked Her [illegible] the Queen Regent of Swaziland, her Government and people for agreeing to hold the Conference, making such excellent arrangements for it, and giving the participants such a warm welcome.

12. He went on to say that the air transport sector was an important factor in the economic and social integration of the continent. It was the duty of ECA, whose primary task was to pursue such integration, to work constantly for the development of air transport in Africa. The Commission's activities in that regard included the joint organization with ICAO of the first Conference on African Air Transport and its unceasing efforts to carry out the programme for the Transport and Communications Decade in Africa. The strategy and plan of action for the Decade included all activities conducive to the growth of African air transport, based on a thorough analysis of trends in the sector. The survey had revealed a tendency for African airlines to multiply, resulting in a climate of competition that was, on balance, harmful, deteriorating infrastructure, and increasingly complicated procedures at airports. Among the factors responsible for the decline were problems in securing traffic rights, which obstructed inter-airline co-operation. For all the efforts by AFCAC, AFRAA and ICAO to improve matters, much remained to be done. The African Ministers of Transport, Communications and Planning had adopted resolution ECA/UNTACDA/Res. 79/6, calling on African States to facilitate the granting of fifth-freedom rights to African airlines for that reason, and were forever stressing the need to put it into effect. The current Conference, organized jointly by ECA and OAU with assistance from AFCAC and AFRAA, should allow progress to be made on the resolution, which had always posed many problems. However complicated those problems were, it was of the greatest importance to have reached a consensus by the end of the Conference. ECA had prepared a number of documents for participants' consideration, with

emphasis on the main factors it had found to prevent air transport from contributing as much as it might to the integration and economic and social development of the continent. Those factors included, first, protectionism with its various side effects, such as difficulties in procuring traffic rights, and the want of co-ordination and co-operation in the air transport sector which, by the year 2008, was supposed to be providing more extensive services. Immediate action to protect its future was vital. One move favoured by ECA was to optimize operations by establishing multilateral airlines. Other, supplementary steps to be spelt out later, should above all be designed to foster co-operation and co-ordination and emphasize the need to reconcile differences in legislation, to ratify the convention on tariffs, to encourage exchange of the freedoms of the air, to resolve the problems associated with the transfer of earnings, and to improve facilitation at airports. ECA would work with the other organizations concerned to make their aims a reality during the second phase of the Decade.

13. In conclusion, he wished the Conference every success in its work and thanked the participants for their individual contributions to that end.

14. The representative of OAU also expressed his sincere gratitude to the Government of the Kingdom of Swaziland for the cordial welcome given to the participants and organizers of the Conference. He drew attention to the difficulties encountered in travelling to Swaziland as practical experience which would allow the Conference to address its topic on the basis of first-hand knowledge. He reminded the Conference of the historic African Declaration on Co-operation, Development and Economic Independence adopted at the tenth summit of OAU, which called upon African countries to effectively strengthen co-operation between African airlines in matters concerning harmonization of timetables, tariffs, maintenance, research and training.

15. The problems which had traditionally hindered the development of air transport in Africa were protectionism, lack of modern equipment and infrastructure, and high operating costs, all of which required effective co-operation, systematic pooling arrangements and co-ordinated air transport policies. The Conference, he said, had to come to grips with those issues; he recommended that no restriction on either capacity or fifth-freedom rights should apply to African carriers operating within the continent.

16. He suggested that the Conference should first examine in depth ways to achieve a serviceable degree of multinational and/or regional co-operation and co-ordination by means of air transport policy, then consider means of achieving the ultimate goal, namely the liberation of traffic rights, and finally, take up questions pertaining to structures, institutions or legal documents which could be instrumental in bringing about regional co-operation on freedoms of the air.

17. The President of the African Civil Aviation Commission (AFCAC) underlined the importance of air transport in Africa, commenting that during the colonial era surface transport had not been developed and, despite commendable efforts by the newly independent States, was still far from adequate. Air transport was in most cases the only means of communication available. Improved air transport was thus a condition sine qua non for the movement of people, cargo and mail, and basic to the development of tourism and intra-African trade.

18. AFCAC policy was to liberalize the granting of traffic rights. The creation of AFCAC consultation machinery had been endorsed by the Heads of State and Government of the Organization of African Unity at their 18th summit in 1981. The question that remained to be answered was why, in spite of so much goodwill among African States, the desired goal had not yet been realized. He hoped the Conference would come up with an answer to that vexed question and a strategy for implementing the various resolutions which had previously been adopted by African States.

19. The representative of AFRAA remarked approvingly on the style of short statements and more action set by the Heads of State and Government of OAU member countries in their recent summit in Addis Ababa, Ethiopia. He drew attention to the resolutions adopted over the years on freedoms of the air, urging bodies specializing in air transport and airlines in Africa to progress towards their desired goal of African unity. The present gathering had been ordered by African Heads of State in order to identify ways of achieving their objectives, and the excellent attendance at the conference was an indication that their urgings had been heeded. He therefore hoped to see a free interchange of thoughts and a resolve to compromise in the search for solutions acceptable to all.

IV. ELECTION OF OFFICERS (agenda item 2)

20. The African Conference on the Freedoms of the Air elected the following officers:

Chairman:	Swaziland
First Vice-Chairman:	Zimbabwe
Second Vice-Chairman:	Cameroon
Rapporteur:	United Republic of Tanzania

21. In his statement, Mr. Gilbert M. Mabila thanked the Conference for having enough confidence in him to elect him as Chairman. He said that the freedoms of the air had been discussed several times in different international forums and in connection with the United Nations Transport and Communications Decade in Africa. The formidable task facing the Conference was to study the complex problem and consider ways and means of applying the various resolutions adopted by the African Ministers of Transport, Communications and Planning and the Heads of State and Government of OAU.

V. ADOPTION OF THE AGENDA AND ORGANIZATION OF WORK (agenda item 3)

22. The Conference adopted the following agenda and programme of work:

1. Opening of the meeting
2. Election of officers of the Conference
3. Adoption of the agenda and organization of work
4. General situation of air transport in Africa
   (a) Introductory report on the role and activities of ECA
   (b) Theme 1: The shortcomings of the African air transport network and ways and means of improving it
5. Theme 2: Obstacles to the granting of traffic rights particularly those of the fifth freedom
6. Theme 3: The impact of the fifth freedom on strategies to develop air transport services
7. Theme 4: Measures aimed at facilitating the exchange of traffic rights, namely those of the fifth freedom
8. Theme 5: Facilitation in Africa
9. Any other matters
10. Adoption of the report
11. Closing

23. The Conference decided to set up a committee comprising:

Chairman: United Republic of Tanzania
Members: Cameroon, Egypt, the Niger, Air Afrique, Ethiopian Airlines, and the Conference organizers (ECA, OAU, AFCAC and AFRAA)

to draft recommendations and conclusions.

24. After amending item 10 to read "Adoption of the report, recommendations and conclusions", the Conference adopted its agenda, and decided to consider item 9 during its morning session on Thursday, 22 November 1984.

25. The Conference decided to hold its sessions as follows:

Mornings: 9.00 a.m. - 1.00 p.m.
Afternoons: 3.00 p.m. - 6.30 p.m.

VI. SUMMARY OF DISCUSSIONS

General situation of air transport in Africa (agenda item 4)

26. A number of reports were introduced under this agenda item.

A. Activities and role of ECA [agenda item 4 (a)]

27. A representative of the ECA secretariat introduced document TRANS/AIR/CONF/84/2 and spoke about the role that air transport was supposed to play in the economic and social development and physical integration of Africa. ECA's activities in that area were in line with its terms of reference, which were mainly to design policies to facilitate concerted action for the economic and social development of Africa and to be involved in the implementation of such policies. He then briefly talked about the current situation of air transport in Africa, characterized by the creation of several new airlines which, because of the lack of a coherent overall programme, had led to the acquisition of non-homogenous equipment, the abandoning of strategies and concentration of efforts on short-term objectives. That policy had resulted in an increase in high-yielding air routes to the detriment of other air routes that were considered strategic; competition; curtailments in the operations of some airlines; and a deterioration in the situation of those airlines that had focused only on the carriage of passengers. Moreover, the development of infrastructure had not kept pace with the development of air transport.

28. With respect to air services, intra-African travel still required many hours of waiting and sometimes passengers had to go outside Africa for flight connections to destinations within Africa. That situation had been caused by among other things, the protectionist policies of African States and problems with the co-ordination of activities of African airlines and the transfer of funds.

29. With respect to activities carried out by ECA since 1964 to develop air services and to find solutions to various problems, the Commission had provided technical assistance to members to identify and formulate development and co-operation projects; organized a technical consultative meeting on air transport projects included in the first phase of the United Nations Transport and Communications Decade in Africa; taken measures to eliminate non-physical barriers; convened the diplomatic conference that had adopted the convention on the establishment of the African Air Tariff Conference; and monitored the establishment of multinational training centres in Africa.

30. During the second phase of the Decade, ECA would focus on the development and maintenance of infrastructure; the implementation of training programmes; co-operation and integration of African airlines; studies with a view to creating multinational airlines; and the organization of a technical consultative meeting on air transport projects under the second phase of the Decade.

31. The Conference took note of ECA's activities in the field of air transport.

B. The shortcomings of the African air transport network and ways and means of improving it [agenda item 4 (b)]

32. After this sub-item had been introduced by a member of the ECA secretariat, who stressed the poor connections of the African air transport network, documents were introduced by Mr. J.N. Kahuki, President of AFCAC and Colonel Semret Medhane, Secretary-General of AFRAA.

33. The paper presented by Mr. Kahuki (document TRANS/AIR/CONF/84/4/a), which emphasized the importance of air transport as a rapidly changing and developing industry with clear advantages over surface transport, said that air transport was the only way to connect African States with one another and the rest of the world quickly and at relatively low cost. Despite that advantage, the paper argued, the industry was still relatively underdeveloped in Africa by comparison with other regions of the world, as indicated by 1982 statistics on the growth of domestic and international traffic for the African region which showed intra-African airline connections to be unsatisfactory and inter-city travel in the region to involve several delays or connections outside Africa.

34. The paper covered air traffic statistics in Africa with emphasis on intra-regional, trans-regional and intra-African traffic, based on the AFCAC/ECA study on optimum development of air services in Africa conducted by ITA in 1982. It emphasized the low overall volumes of traffic, the concentration of African air transport on a very small number of relatively high-density routes, and the paucity of connections from one country to another. The author stressed that essential services were still missing, but before creating new services it was important to improve the existing ones. AFRAA was preparing to introduce a basic grid system for possible intra-Africa flights that would provide for a maximum number of daily services between 50 African capitals.

35. The paper went on to list factors adversely affecting the growth of air transport in Africa. It mentioned some of the steps proposed to deal with them and spelt out what AFCAC was doing to improve matters. Aircraft maintenance and facilitation were singled out as two areas of especial importance to the growth of the industry. The paper concluded that co-operation was the answer to Africa's air transport problems, and suggested two types. One was co-operation between African Governments, which could be through the adoption of a more liberal approach to the exchange of fifth-freedom traffic; the signing and/or ratification of the convention establishing the African Air Tariff Conference so as to bring it into force as soon as possible; assistance to airlines in their efforts to modernize fleets; co-operation in the promotion of tourism; and co-operation in establishing regional airlines and, ultimately, a pan-African airline. The other, co-operation between African airlines, could be achieved through commercial undertakings (pooling agreements, commercial representation, joint operations, reservation and interline agreements, capacity sharing, and harmonization of schedules, etc.). Technical co-operation (establishing and using joint maintenance facilities, joint use of ground equipment at airports, harmonizing staff training especially in technical fields, pooling spare parts, airport handling, etc.); and joint financing and purchase of aircraft: African airlines should pool their resources and co-operate in joint purchases of equipment under the best conditions so as to ensure the standardization of equipment and a reduction of maintenance and overhauling costs.

C. The shortcomings of the African air transport network and ways and means of improving it [agenda item (b)]

36. The paper presented by Col. Semret (TRANS/AIR/CONF/84/4/b) welcomed the fact that African countries had declared their intention to unite, and recognized that air transport was vital to the achievement of a wider basis for African unity. The present arrangement of traffic rights among African States could not achieve the desired unity: possible exchanges were left in abeyance partly because existing ones had not been activated and also because traffic rights exchanged between African and non-African States had mostly benefited the non-African airlines. The situation was due to restrictions in traffic rights, equipment and/or scheduling, financial limitations resulting from conflicts of interest among national carriers in operating continental routes, and restrictive regimes adopted by carriers not wishing to operate continental routes.

37. Solutions to some of those shortcomings might be achieved, the paper argued, if the following guidelines were implemented:

(a) First- and second-freedom rights to operate the most direct and economical routings possible should be granted by all African States to all African carriers without restriction, except where safety or security conditions dictated;

(b) On East-West routings, generally along the four bands identified in the AFRAA grid system, third- and fourth-freedom traffic rights should be granted to all African airlines without restriction beyond a frequency limitation of three per week. Fifth-freedom requirements for multi-stop-over operations on East-West routes should initially be met by reciprocal exchanges of such rights;

(c) The policy outlines in (b) should also apply to North-South operations, except that the opportunities for sixth-freedom traffic for carriers to the North must be recognized;

(d) Penetration by foreign carriers into African markets should be limited by defining "spheres of influence" for African airlines.

38. After the presentation of documents TRANS/AIR/CONF/84/4/a and TRANS/AIR/CONF/84/4/b by the President of AFCAC and the Secretary-General of AFRAA respectively, there was some debate about how to discuss the two papers since both their titles and contents went beyond the freedoms of the air. The Acting Deputy Executive Secretary of ECA suggested that the Conference should first discuss the general problems related to freedoms of the air, then continue more specifically with the agenda participants had adopted. After many alternative proposals, the Conference agreed to discuss general problems first, in accordance with its agenda, putting emphasis on how to increase the viability and profitability of airlines; how to bring about commercial, technical and financial co-operation among the airlines; and low to overcome the problem of revenue transfers.

39. In the discussions that ensued one representative pointed out that since policy vis-à-vis chartered flights affected scheduled flights, the Conference needed to recommend to member States what to do. In his view outdated airport equipment and infrastructure were often to blame for congestion at airports. Another representative drew attention to the recommendations of the IATA/AFRAA meeting held in Nairobi, Kenya, on remedying the shortcomings of the African air transport network, and another representative summarized the recommendations on co-operation, co-ordination of African airlines, facilitation, and scheduling.

40. Much support was expressed for the view that the salvation of African airlines lay in the integration of existing airlines at the subregional or regional level. One speaker maintained that selfishness was one of the obstacles hindering integration, and another suggested that the Conference should consider a resolution on the integration of airlines. In order to cope with transfers of funds between African countries for which foreign exchange was a problem, it was suggested that a clearing bank and barter system should be given consideration.

41. Rounding up the discussions, the President of AFCAC said that it was important to indicate the relationship between the general problems discussed and the fifth-freedom with reference, where possible, to decisions already taken in the past. As co-operation had commanded extensive support the Conference should spell out the various types of co-operation needed for the improvement of African air transport. He regarded a clearing house as the solution to the problem of transferring funds. He also pointed out that participants needed to bear in mind the information given earlier by the representative of OAU about a project document on the feasibility study for the creation of a pan-African airline, which had been submitted to UNDP for financing.

42. The Secretary-General of AFRAA wondered whether it was necessary to wait for unity before tackling the problem of traffic rights, since the Conference had already accepted that co-operation was a good thing and had heard proposals to draw up a list of possible areas for co-operation.

Obstacles to the granting of traffic rights particularly those of the fifth freedom (agenda item 5)

The impact of the fifth freedom on strategies to develop air transport services (agenda item 6)

43. The Conference decided to take up all the documents under items 5 and 6 of the agenda (themes 2 and 3, documents TRANS/AIR/CONF/84/5/a and b and 6) together.

44. The first document (TRANS/AIR/CONF/84/4/a) was introduced by Mr. V. Savané. He stressed the complexity of the problems surrounding the fifth freedom, stemming from the sheer scale of the transactions involved and the unfavourable economic climate. He constructed his statement around three points.

45. Air transport was affected by a world economic recession which struck at all areas of the African economy more than elsewhere. A recent document published by the African Development Bank showed that, financially, African countries were heavily indebted. With respect to population, there was an alarming divergent trend: in the face of generally high population growth the active population was shrinking appreciably and even the agricultural sector, which accounted for the bulk of jobs for the African population, was not spared. The economic crisis was responsible for the fact that the majority of least developed countries were in Africa.

46. Whatever the origins of that depressing economic situation (oil crisis or cyclical phenomena), air transport had been hard hit by its effects: so much so that ICAO had decided to convene its first special conference to allow member States to look for solutions to all the major problems.

47. Before going on to define the freedoms of the air he stressed the importance of the concept of national sovereignty and the changing nature in both temporal and physical terms of the values assigned to freedoms of the air, which were no more than bilaterally granted technical and commercial operating rights.

48. The Bermuda Agreement between the United States of America and the United Kingdom was still the point of reference, but the United States, wanting to go further, had since striven ceaselessly to change its policy to one of total liberalization. That policy, which did not always respect national sovereignty, had been rejected by the rest of the world at the second Conference on Air Transport. Since 1979 the United States had tried to secure acceptance of the principle of "open skies" by internationalizing traffic. The "open skies" principle did not limit State sovereignty but its application in third world countries, particularly Africa, would have resulted in the disappearance of many national airlines under strong pressure from the competition.

49. He reminded the meeting that a 1964 ECA/ICAO study (document 8419/AT/718) had recommended the liberalization of traffic rights in Africa since operating costs were very high because of inadequate traffic. Since then, with the number of airlines growing as a result of political fragmentation, the African international sector, which had the greatest number of airlines (47) had carried the lowest volume of traffic in the world (4.8 per cent), earned the lowest revenue (3.9 per cent), and recorded the lowest growth rate (2.9 per cent). The generally poor standard of living in many African countries also worked to the detriment of air transport. In the circumstances, the African Ministers of Transport, Communications and Planning had recommended States to facilitate the granting of fifth-freedom rights to African airlines. The Ivory Coast had acted on that recommendation and had always favoured the pooling of airline resources; it had granted many facilities, including the fifth freedom, to African partners which for the most part had refused to reciprocate the gesture. Moreover, offers of special arrangements from countries like Rwanda were ignored by African airlines because of inadequate traffic. The number of airlines seeking fifth-freedom rights on routes with comparatively slow traffic growth was causing a drop in load factors and a deterioration in the quality of services. Given that situation, he suggested that the solution would be to integrate African airlines, if not at the regional level, then at least at the subregional one. The experience they

had acquired individually should enable them to work together towards such co-operation, which would prosper the future of air transport in Africa.

50. Before introducing document TRANS/AIR/CONF/34/5/b, Mr. Emeni apologized for his Director General, Group Captain Banfa, who had been unable to participate personally in the work of the Conference.

51. He briefly outlined the history of international air transport and the problems relating to the granting of fifth-freedom rights, which could be either economic or political. Owing to the weakness of the economies of African countries, States had been forced to adopt protectionist policies in favour of their national airlines. Moreover, there were still very few intra-African commercial exchanges. Over-capacity, manipulation of fares and adherence to the principle of reciprocity were all problems which hampered exchanges of traffic rights. Political and ideological problems and problems of national security were some of the causes for the refusal to grant fifth-freedom rights.

52. Some compromise solutions to the above problems would be to promote intra-African trade and commerce, establish multinational airlines, encourage commercial co-operation agreements between African airlines, establish memorandums of understanding of specified duration between African States, and refuse to grant fifth-freedom rights to non-African carriers operating in Africa.

53. In the absence of Mr. Daoudi, a member of the secretariat introduced document TRANS/AIR/CONF/34/6. saying that despite the key role of air transport in the integration and economic and social development of Africa the sector had some negative aspects such as excessively high operating costs, instability, inadequacy of traffic and disparities in the network. To improve on that situation African airlines needed to co-operate among themselves and base their operations on commercial rights, especially those of the fifth freedom.

54. Before coming to the main subject of the paper, he reminded the meeting what the six freedoms of the air were and explained how cabotage, little known in Africa, worked. Because of its importance for the development of air links in Africa, the fifth freedom had always retained the attention of African air transport officials. Thus it was that AFCAC had adopted recommendation S5-18 requesting States to grant air freedom rights; the African Ministers of Transport, Communications and Planning had on several occasions adopted resolutions whose main aim was to facilitate the granting of fifth-freedom rights (resolutions ECA/UNTACDA./Res. 79/6 , 81/19, and 83/34); and OAU had adopted resolution CM/Res. 900 (XXXIII).

55. The fifth freedom directly contributed to improving air services by making it possible to expand the network (which was still very weak) and permitting the establishment of many air links which would not have been able to survive if they had been merely operated under the third and fourth freedoms. Moreover, by developing exchange possibilities, the fifth freedom increased the frequency of intra-Africa flights (which was still very low) and, by promoting a spirit of competition, improved the quality of services offered. Similarly, the granting of fifth-freedom rights between certain points would make more operational the grid proposed by AFRAA whose objective was to promote the development of East-West intra-African exchanges.

56. Financially, the granting of fifth-freedom rights would ensure the expansion of the network and permit a more rational utilization of fleets, improving productivity and increasing the profitability of airlines. To achieve that the possibilities offered under the fifth freedom, on the one hand, and the third and fourth, on the other, would have to be properly managed and distributed. Depending on the case, the fifth freedom sometimes ensured the survival of a route by increasing its profitability; but it could sometimes threaten the very profitability of the airlines involved if not handled properly. The paper argued that to improve their network and air services African countries needed to promote the granting of fifth-freedom rights by accepting the drawbacks inherent therein. The price entailed was not too high for the object sought.

57. The Chairman, to help concentrate the Conference's deliberations on the specific mandate it had been given, outlined the terms of resolutions ECA/UNTACDA/Res.79/6 and 83/34. There followed a detailed discussion and a productive exchange of views. A number of points were raised:

(a) Putting earlier resolutions on the granting of traffic rights into practice had always created problems, the main ones being the protectionism to which States resorted because of their restricted markets and the multiplicity of national airlines set up by States as an assertion of national sovereignty.

(b) In view of the many difficulties associated with the granting of freedoms of the air, the fifth in particular, which representatives knew from practical experience of negotiating for or exercising them, it was asked whether it would not be better to set about the development of air transport in Africa by integrating airlines. It was pointed out that the resolutions adopted were primarily a means of promoting integration, which would help to smooth many of the obstacles to the granting of traffic rights. The experience of a number of airlines, Air Afrique in particular, argued in favour of such an approach. AFCAC, in the course of its activities, had adopted a declaration on traffic rights which spelt out what needed to be done. Its declaration emphasized the need to allow for traffic conditions along the arteries under negotiations. To help States find amicable settlements to disputes over the exercise of air freedoms, AFCAC had also created consultation machinery which could be used by its member States on request.

(c) There being apparent consensus on the establishment of multinational airlines, participants wondered what kind of integration they should recommend so as to foster the healthy growth of African air transport and hence encourage extension of the freedoms of the air. Several formulae were put forward which stressed the need to advance by stages: technical co-operation; collaborative operations; the extension of air freedoms; the pooling of material and financial resources, and joint training; the creation of multinational and subregional airlines; and the ultimate creation of a pan-African airline in accordance with the Lagos Plan of Action. It was considered prudent to provide for a transition period since the establishment of groups of airlines would need to be pondered. During that period the necessary research would be undertaken and machinery established to carry out the above-mentioned activities.

(d) Participants put forward and discussed specific proposals for accomplishing this and called upon the drafting committee to spell them out more clearly. The proposals dealt with the need to encourage co-operation between African airlines through AFRAA; the need to raise funds for the integration of African airlines and to set up subregional banks to facilitate the transfer of income; ways of encouraging countries to grant the freedoms of the air on the basis of appropriate compensatory arrangements; and the creation of a technical co-ordinating committee, comprising AFCAC, AFRAA, OAU and ECA plus a number of experts, to monitor the research undertaken and draw up and co-ordinate a specific programme of action.

Measures aimed at facilitating the exchange of traffic rights namely those of the fifth freedom (agenda item 7)

58. The Conference decided to take up all the documents under agenda item 7, (theme 4, documents 7/a, b, c, d and e) together.

59. Before introducing document TRANS/AIR/CONF/84/7/a, entitled "A compensatory tax on fifth-freedom rights", Mr. Moukayi said that because of various commitments his Minister had been unable to participate personally in the Conference but that paper reflected Gabon's position.

60. Traffic under the third and fourth freedoms was generally regarded as the "principal kind" and the fifth freedom, regarded by many air carriers as vital to the commercial viability of their operations particularly on international services with many stop-overs, still raised problems to which only short-range solutions had been found. In Africa, for economic reasons, States had a tendency to promote routes running from north to south and vice versa and some high-density intra-African connections, neglecting inter-regional connections.

61. In the context of the United Nations Transport and Communications Decade in Africa, African officials had constantly drawn the attention of States to ways of improving the African air network. Among other things, they had stressed the importance of establishing co-operation among African airlines, integrating them and mutually exchanging traffic rights (resolutions CM/Res. 804(XXXV) and ECA/UNTACDA/Res. 79/6). His country had expressed its opinion on the compensatory tax on fifth-freedom rights in 1979 at the sixth plenary session of AFCAC and at the 1982 AFCAC symposium. Compensation should apply only in the event of psychological resistance. While the calculation of compensation was not an easy operation because of the many factors involved, such a tax should apply only to high-traffic routes and this would exclude routes to be opened up, routes that were not utilized and existing low-traffic routes. Air Afrique and Ethiopian Airlines provided an example of successful co-operation in that regard. Application of the compensatory tax should also take account of the fact that the development of routes, even high-density routes, required some time.

62. He suggested considering the establishment of a barter system so as to avoid refusing fifth-freedom rights needlessly for lack of an adequate financial payment: the important thing was for both parties to find something to their advantage in the trade-off. Only thus could talk of African solidarity and the economic integration of the continent begin to make some sense.

63. In the absence of Mr. Taieb, a member of the secretariat introduced document TRANS/AIR/CONF/84/7/b entitled "Regionalization of air transport in Africa". In its introduction the study presented the situation of Africa in figures: the continent covered 30 million km^2, had 560 million inhabitants, a total gross domestic product of 2 billion dollars and 2,450 commercial aircraft, but accounted for only 5.2 per cent of the world's flown passenger/kilometres. In 1982, the operating costs of African airlines were 82 per cent higher than the world average (81 US cents compared to 42.5 US cents).

64. On the socio-political level, the fragmentation of the continent into disparate national entities was the first obstacle to the liberalization of air transport in Africa. Moreover, at independence States had created their own airlines and such dispersion had harmful effects on the air transport sector in Africa. Yet the States of one region had good reasons to give priority to establishing mutual relations.

65. They had to meet a fundamental problem, namely the satisfaction of the real needs of the African community, while taking into account external constraints of a political, economic and human nature. A solution needed to be found in African airline policy. Yet air transport in Africa posed many problems because the States pursued divergent policies. Africa had made unsuccessful attempts at establishing joint enterprises.

66. States continued to oppose the liberalization of the granting of the fifth freedom. The Arab Civil Aviation Council rejected that trend. Similarly, it had still not been possible to integrate Maghreb airlines and the various recommendations by subregional meetings on the integration of African airlines had not been implemented. Finally, the convention on the establishment of the African Air Tariff Conference had still not been ratified. Those failures were due to the fact that the majority of States believed they were protecting the interests of their national airlines.

67. The role of air transport in Africa was to service the public; air transport was one of the main economic tools. It had a vital role to play in promoting industries and tourism. It was also an instrument of national prestige and international relations. However, the role of air transport was not the same in every country and political factors sometimes distorted the approaches adopted. For all the foregoing reasons the development of air transport in Africa could be considered only in the context of overall economic and social development before being placed within the framework of the international development strategy.

68. To solve such problems intellectual honesty, diligence, creativity, solidarity among all States and respect for the laws of all States in the region should come increasingly into play. From the technical standpoint, development prospects should be considered from the angle of standardizing air fleets, establishing spare parts pools, collective insurance and implementing the various recommendations adopted by the subregional meetings organized by AFCAC on the integration of African airlines. From the business standpoint, such prospects should be seen from the angle of improving productivity and controlling costs of the air transport system in Africa.

69. Faced with the alarming economic situation of Africa, only political will at all levels could usher in genuine co-operation and bring about the harmonization of airlines' policies, the integration of airlines and optimum development of air transport services in Africa.

70. The paper presented by Mr. Dan Langeler, document TRANS/AIR/CONF/84/7/c, gave possible guidelines for opening up avenues of discussions between airlines and the government agencies concerned with civil aviation. It underscored the importance of airlines as agents for promoting practical and economic advances and deplored the effects of the current world economic recession on airlines' approaches to guaranteeing fifth-freedom traffic rights, arguing that only extensive negotiations between airlines could give the African public the type of air transport services it was looking for.

71. It gave three suggestions which might help African carriers to share their financial and operating costs. The first was that the carriers of neighbouring countries should enter into multilateral or tripatrite pooling arrangements, which would reduce excess capacity on particular routes and result in better load factors, higher profits, and reduced operating costs. The second required carriers to enter into a "space leasing pool" especially where the volume of traffic did not economically and financially justify direct lines and the Governments of the respective airlines' countries desired such an agreement. The third suggestion envisaged a scenario where the carrier of one State which had already an air services agreement with the carriers of two other States negotiated with carrier three to use that carrier's licence to exercise its third- and fourth-freedom rights in the country of carrier number two. An arrangement of that type could be agreeable where there was inadequate equipment by two carriers; one of the carriers was unable to meet demand; and where both carriers could share income.

72. He cited the political and economic consensus achieved by the member States of the Southern African Development Co-ordination Conference (SADCC) as an example of how the above-mentioned proposals could be implemented, and recommended that African States should adopt the following strategies for a specific period:

(a) Restructuring and rationalization of the scheduled air networks within the region; in which case, carriers would serve border/geographical regions as a single market;

(b) Co-ordination in establishing fares; in which case no member carrier within the region would try to establish a fare within or from the region to the exclusion of interested member carriers;

(c) Development of close commercial relationships with respect to handling agreements, fuel prices, etc.; and

(d) Establishing traffic-right exchange procedures that were as liberal as possible, with more emphasis on the fifth freedom; such rights should be negotiated where practicable and desirable without interference from outside bodies.

73. He concluded his paper by recommending that African airlines should pool their manpower and equipment resources the better to meet the needs of African passengers.

74. Mr. Johanny Guirma, introducing document TRANS/AIR/CONF/84/7/d, said that African countries' experience in negotiations on bilateral agreements had revealed two sets of problems which hampered the development of air transport in Africa. They were, first, exogenous factors caused by the expression of national sovereignty such as:

(a) The refusal of States to negotiate for various reasons including lack of interest, competition, and selfishness (rare but more harmful);

(b) Political interference before or during negotiations, which changed their nature in defiance of the principles of international air transport. Parties subjected to such pressure generally tried to sabotage negotiations. Technical considerations must henceforward be given priority in all negotiations.

(c) Geographical conditions which raised sensitive problems such as the need to use overly costly equipment on some air links. In such cases acceptable compensatory arrangements needed to be made;

(d) Ignorance of air transport techniques by those responsible for negotiations. Such practices had to be abandoned by States;

(e) The fundamental problem of transferring funds, which continued to hamper the development of transport in Africa. The establishment of an African monetary fund could solve that problem. The complexity of airport formalities could also be included in the set of exogenous factors.

75. The following factors were inherent in the system itself:

(a) Inadequate concessions by either partner when a balance would facilitate negotiations;

(b) Concentration on certain air links, leading to redundant capacity which in turn reduced load factors sharply;

(c) Deliberate abuse of the sixth freedom by certain airlines which operated 90 per cent under that freedom. Such airlines were always looked upon with suspicion by their potential partners;

(d) The commercial value of a point, which was not always obvious. Weighted adjustments sometimes allowed a better balance of the benefits to contracting parties.

76. In conclusion, he said that the fifth freedom did not always correspond to the interests of the airline, and as a complement to the fifth freedom other measures, such as co-operation between airlines, special authorization to embark passengers, and commercial airline agreements, could bring about an improvement in air transport in Africa.

77. The representative of the Organization of African Unity (OAU) introduced document TRANS/AIR/CONF/84/7/e, "An attempt at a multinational air services agreement in Africa". He commented that the central role played by transport and communications in Africa's economic development made it one of the major concerns of OAU: indeed, the sector was specifically mentioned in the OAU Charter. From this importance of transport and communications derived the importance which OAU attached to the development of air transport.

78. During the 1960s, following the establishment of OAU, the activities of the organization's secretariat had revolved around the creation of awareness among member States of the need for close co-operation over air transport. During that period the States of East and Central Africa had held "Good Neighbours" gatherings with a number of sectoral committees, one of them on transport and communications with a sub-committee on air transport and civil aviation. The sixth summit of the East and Central African States, held in January 1970, called for a meeting of the Air Transport and Civil Aviation Sub-Committee to study the problems encountered in granting full traffic rights among member States. OAU had duly convened the meeting in November 1970. The meeting had requested OAU and ECA to prepare a draft multinational air services agreement. Following various consultations a draft was prepared but, unfortunately, was never considered before the "Good Neighbours" Conferences were discontinued.

79. Although there was sufficient evidence that the political will existed, for some reason the means to give effect to it seemed to have eluded African States. The most important contribution of the Conference would, therefore, be to devise practical ways of solving this problem which had preoccupied African Governments for so long.

80. He welcomed the new pan-African effort to bring about a continent-wide liberalization of traffic rights, and hoped it would succeed.

81. After those introductions the Chairman said that most of the issues raised on the granting of freedoms of the air had been considered under items 5 and 6 and that concrete proposals should be made to enrich the ideas already expressed.

82. It was suggested that the activities of the technical co-ordination committee should be planned according to short-, medium- and long-term programmes. All commercial approaches and activities including the exchange of traffic rights should come under the short-term programme; in the medium term the integration of airlines should be given tangible expression through the establishment of multinational airlines; and in the long term subregional integration should be seen as a step towards the creation of a pan-African airline in conformity with the Lagos Plan of Action and Final Act of Lagos.

83. It was once more recommended that States should make the fullest use of the consultation machinery established by AFCAC.

84. It was proposed to include in the terms of reference of the committee the following tasks: identifying the routes needed to achieve the economic and physical integration of Africa and classifying them according to whether they could be developed by harmonizing schedules or granting appropriate traffic rights (in the latter case the committee would have to consider conditions for granting such rights); studying the problems of co-ordinating tariffs; and ensuring that States attained their objectives in the area of co-operation and integration of air transport.

85. One representative proposed that the membership of the technical committee should be enlarged so that in addition to representatives of OAU, ECA, AFCAC, AFRAA and experts, airlines could be involved in the committee's investigations.

86. The Conference requested the drafting committee to take all the proposals into account when drafting its general conclusions.

Facilitation in Africa (agenda item 8)

87. A representative of the secretariat introduced document TRANS/AIR/CONF/84/8 and said that facilitation had repercussions on the exercise of traffic rights because it affected the beginning and end of air travel. Facilitation problems at airports always had adverse effects, caused delays on the ground and resulted in the loss of national resources. Analysis of the current status of facilitation in Africa showed that not all African States had appropriate bodies to deal with facilitation. Facilitation problems were the result of many factors. A wide variety of documents were required for various security formalities whose purpose was not always obvious. Airport design was not always functional. Checking formalities were excessively stringent. In the long run, such problems retarded the economic and social development of the continent.

88. He put forward a number of proposals for solving the problems of facilitation in Africa, bearing in mind security requirements and national economic interest. Such recommendations were meant for African State airlines and international and regional organizations. Facilitation was not an end in itself; it was meant to be integrated into an international system of air transport which would be beneficial to the economies of African countries.

89. The ensuing debate revealed a general feeling that action was needed to streamline facilitation proper, meaning government health, immigration and customs formalities, and to improve the arrangements made by airlines for the comfort and convenience of their passengers on the ground, which might be regarded as aspects of quality of service. Poor and slow procedures on the ground served only to discourage business travellers from flying African airlines and stunt the growth of travel for pleasure.

90. Several speakers commented on the difficulties that transit passengers had in obtaining visas to leave the airport in certain African countries, although it was pointed out that African countries were certainly not alone in that respect. One representative described a two-stage approach, under which visas would initially remain necessary for movement in an individual subregion but would be granted more or less automatically; later, under a separate agreement, visa requirements would be dropped altogether. He suggested that a similar scheme could eventually apply to all Africans travelling within Africa. Some of the delays and obstacles in facilitation procedures were ascribed to a greater concern among immigration and customs officials for national security than the swift movement of passengers and cargo; they might be eased, it was said, if the authorities concerned were reminded, through the facilitation committees advocated by ICAO, that the majority of African air travellers posed no threat to the security of any nation, and if airport officials were kept informed of changes in immigration policy, customs and visa requirements. One representative argued that investment by African Governments and airlines in more sophisticated surveillance and baggage inspection equipment would reduce the need for time consuming individual baggage searches. A plea was made for simplicity and, above all, uniformity in facilitation procedures; where requirements differed it was airlines' responsibility to notify their passengers of the conditions applicable in each country.

91. There was widespread praise for the paper presented by the ECA secretariat. A number of speakers commended the recommendations it made, and called for the document to be given wide circulation.

92. The representative of the Pan African Postal Union (PAPU) made a statement detailing the importance of efficient facilitation to good postal services. He offered for the Conference's consideration a draft resolution proposing the establishment of a "postal administrations/airlines contact committee".

93. Participants acknowledged that facilitation was a salient factor in postal services in African countries. There was general agreement, however, that the Conference was not empowered to take up or pass judgement on a proposal that entailed demands on bodies, governments and airlines. The representative of PAPU was advised to submit his draft to the Conference of African Ministers of Transport, Communications and Planning.

Any other matters (agenda item 9)

94. No other matters were raised.

VII. ADOPTION OF THE REPORT, RECOMMENDATIONS AND CONCLUSIONS (agenda item 10)

95. At the final plenary session of the Conference, on 23 November 1984, the Rapporteur introduced the draft report of the proceedings which the Conference adopted with slight modifications. He then introduced a draft declaration prepared by the drafting committee; after extensive discussion and a number of amendments, the Conference adopted the draft as the "Mbabane Declaration on African Air Transport", which will be published separately.

VIII. CLOSURE OF THE CONFERENCE (agenda item 11)

96. In their closing statements the Acting Deputy Executive Secretary of ECA and the Chairman of the Conference thanked participants for attending the Conference and congratulated them on their accomplishment in setting up a technical committee on air transport to follow up on the action taken under the various resolutions passed by decision-making bodies. They said that it should commence work as quickly as possible.

97. The representative of Kenya proposed a vote of thanks to the Queen Regent, Government and people of Swaziland for their hospitality and the excellent arrangements they had made to help the Conference proceed smoothly.

98. The Chairman then declared the Conference closed.